



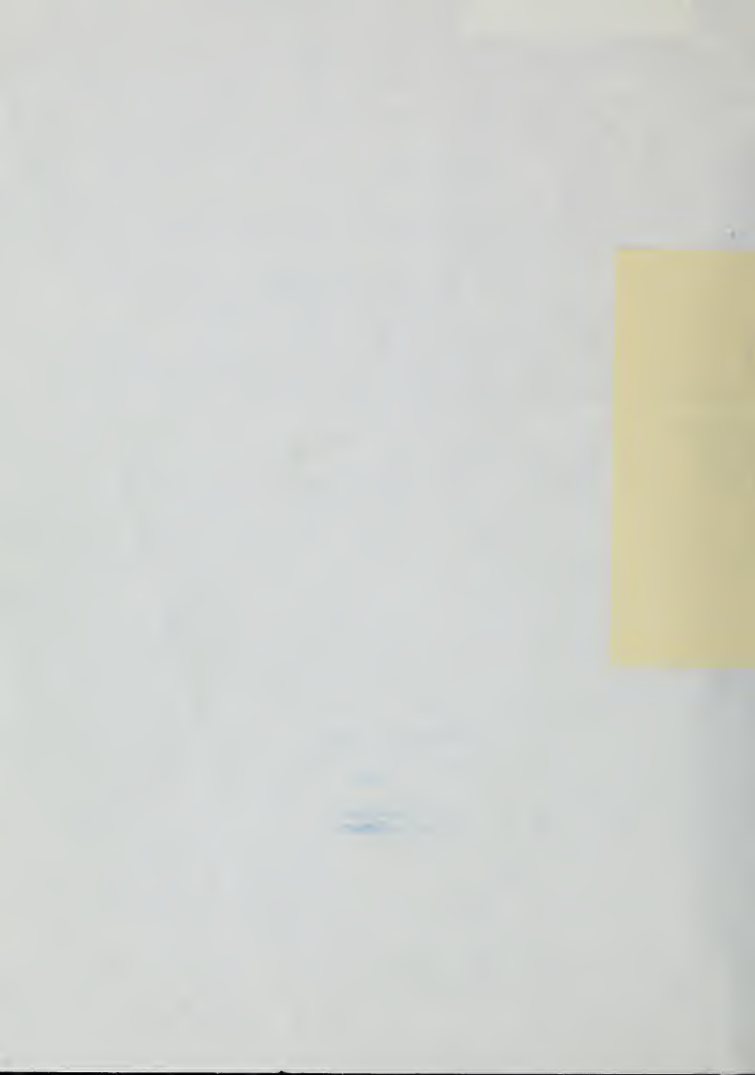
Report of the  
Juvenile Justice Commission of the  
City and County of San Francisco  
on the  
Evaluation of the Youth Guidance Center  
and Related Facilities

March 1982

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## I. Statement of Purpose

In July 1981, the Youth Guidance Center Evaluation Committee was formed and charged with the task of systematically inquiring into all levels of the administration of the San Francisco Youth Guidance Center (See Appendix A.) Included in this investigation were the Probation Department, the Juvenile Hall, the Juvenile Court, Log Cabin Ranch School, the Youth Guidance Center business office, Medical-Psychiatric Services, school services, the District Attorney's office, the Public Defender's office, and all related personnel.

## II. Background

Over the past few years, specifically dating back to the 1978 Civil Grand Jury report, several outside groups have investigated various services provided by the Youth Guidance Center (Y.G.C.). These inquiries raised some serious concerns which the San Francisco Juvenile Justice Commission felt obligated to investigate. Additionally, the San Francisco Juvenile Justice Commission has become increasingly concerned over the growing sense of dissatisfaction expressed by employees at the Youth Guidance Center. To inquire into the aforementioned concerns and to respond to the staff morale problem The Youth Guidance Center Evaluation Committee was formed.

It should be understood that it was not our purpose to do an overall survey and evaluation of Y.G.C. and Log



Cabin Ranch services. Many programs and services at these institutions are effective and working well. Our study focused on problem areas and ways to improve services and employee morale, and our report only discusses those areas in which we were made aware of problems.


We know that we were not able to talk to everyone available for us to interview, and it may be that not every viewpoint is represented in our report. We can say, however, that the interviews were as extensive and thorough as possible and that we tried to rule out any comments arising from an isolated interview which did not find support throughout the interview process.

Our objective in performing the evaluation was to discharge the Commission's responsibility to the community and Legislature by inquiring into the administration of the Y.G.C. and related facilities, an objective which we feel has been accomplished in this report.

### III. Method

On two occasions in August 1981, members of the Y.G.C. Evaluation Committee met to compose the 60 item questionnaire (attached as Appendix B) which was to serve as the basis for all interviews conducted.

Forty-two persons were selected by a random method, as follows: First, a master list of all employees in all departments connected to the Youth Guidance Center was



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compiled, and three categories of employees, culinary, clerical, and janitorial, were eliminated from study. All remaining employees were divided into groups by job category, and a decision was made as to the number of employees within each specific job category which would be representative of that category, given the time and manpower limitations of our six member committee. (See Appendix C.) The names of all employees within each job category were then, literally, placed into a hat and randomly selected for interviewing. In an effort to interview employees at all levels in each job category, names continued to be randomly selected until a balanced pool of employees at the appropriate levels was obtained. Additionally, the Director of Institutions and the Chief Juvenile Probation Officer were intentionally interviewed.

In addition to the 27 Y.G.C. employed persons selected as described above, it was felt that a systematic survey should include other individuals who, though not employees of the Youth Guidance Center, have had close contact with the system. Accordingly, 17 persons, including personnel from the District Attorney, Public Defender and San Francisco Unified School District offices at the Youth Guidance Center, several attorneys in private practice, minors and parents of minors who have been in contact with the system were randomly selected for interviewing. (See Appendix C.)



Assignment to each committee member of persons to be interviewed was handled by the committee chairperson, the only member of the committee who knew the names of all the persons selected to be interviewed. Between 5 to 8 names were assigned to each of the six committee members. The chairperson deliberately attempted to guard against bias or other possible conflicts between interviewer and interviewee in making the assignments.

Contact with each interviewee was made by the assigned interviewer. Each interviewee was guaranteed absolute confidentiality and offered a choice of interview settings. Some interviewees elected to be interviewed at the interviewer's home, some elected to be interviewed at restaurants, some elected to be interviewed at their own homes and still others elected to be interviewed at the Youth Guidance Center. Forty-four persons were interviewed with the structured interview. Interviews ranged from two to five and a half hours in duration, with an average interview time of three hours.

In November 1981, the Youth Guidance Center Evaluation Committee reconvened for two daylong sessions. At these sessions anonymous transcripts of interviews were exchanged, areas of concern were identified and recommendations were formulated. A preliminary report based on the interview transcripts and the above-mentioned discussions



was prepared by the committee chairperson and presented to the committee members at a daylong discussion session in December 1981. Revisions in the preliminary report were made, and in January 1982, the final report of the Youth Guidance Center Evaluation Committee was presented to the San Francisco Juvenile Justice Commission, as a whole, at a special daylong meeting of the Commission. The six-committee members together invested several hundred hours in the preparation of this report.

#### IV. Definitions

1. Youth Guidance Center (Y.G.C.) refers to the Juvenile Court, the Juvenile Hall, the Probation Department, the Medical-Psychiatric Clinic, Volunteer Services and all other services located at 375 Woodside Drive.
2. Juvenile Hall refers to the detention cottages and all services provided for minors detained in open and closed cottages.
3. Log Cabin Ranch (L.C.R.) refers to the physical plant and all services provided for minors who are held at the facility in La Honda.
4. Juvenile Court Commissioners refers to Commissioners appointed by the Superior Court to hear cases which are assigned by the Presiding Judge of the Juvenile Court with the same powers as a Judge of the Juvenile Court, subject to the express approval of the Judge before becoming effective.



## V. Findings

In reviewing the plethora of information resulting from our interviews, we found that some allegations were repeated consistently enough throughout the 44 interviews that we can assert with certainty that those particular problems do exist. In other cases, allegations which were made by some subjects were challenged by others, and not mentioned by still other subjects. In such cases we elected to identify the areas of concern as indicative of issues which require further investigation. This further investigation has not been done in these areas either due to time constraints or because such inquiry requires special knowledge or expertise which members of our committee lack.

### A. Personnel

Generally, it can be said that the morale of Civil Service employees working in Youth Guidance Center-related jobs is very low. This morale problem comes chiefly from two sources:

#### 1. Civil Service Examinations.

An important cause of low morale at Y.G.C. is the use of temporary employees, which represent 80% of all Juvenile Hall staff, 40% of Business Office personnel and many employees in the Medical-Psychiatric Services. These employees have no retirement benefits and no job security, though in some cases they may remain on the job for years.





We understand that it is financially better for the City if the Youth Guidance Center hires temporary employees, because of the monetary savings in the aforementioned benefits, and we further recognize that the use of temporary employees enables Y.G.C. administrators to hand pick and more easily terminate their employees. However, we suggest that the practice of routinely using temporary employees for fiscal reasons takes its toll in terms of employee morale and productivity.

One of the reasons that there are so many temporary employees is that there has not been a Civil Service examination for Probation Officers in three years, and no test for Juvenile Hall Counselors has been given in five years. A major source of difficulty especially in the Probation Department is litigation brought by employees who question the fairness of several recent examinations. The Y.G.C. administration blames the lack of exams on Civil Service, but several interviewees stated that they believe that Civil Service has not offered examinations because administrators at Y.G.C. have not pushed for them and, in fact, prefer the status quo.

In any event, the lack of exams and the resulting promotional lists is a key factor in the low morale of current employees. We recommend that the reasons for the lack of examinations be investigated and made known



to all employees and that the policy of biennial examinations for Probation Officers and Juvenile Hall Counselors be enforced.

## 2. Civil Service Information

A second significant cause of low morale stems from the feeling on the part of Civil Service employees that they do not have access to accurate information regarding Civil Service policies which govern their employment situation. A very frequent complaint by interviewees was that they had made suggestions or requests for job changes and had been told that: "Civil Service won't allow that," only to discover that Civil Service does allow it, but their superiors didn't want to try those changes.

Another example of such lack of clarity regarding Civil Service policies stems from Y.G.C. promotional practices; i.e., many interviewees stated that, although they understand that there exists a well-structured, identifiable promotional system within Civil Service for Y.G.C. employees, several employees at Y.G.C. have been promoted in apparent disregard for known Civil Service promotional practices.

We recommend that one employee who is knowledgeable about Y.G.C. and Civil Service matters be designated by Y.G.C. employees as a liaison-contact person in Civil Service matters. We further recommend that the designated employee



address the continuing need for employee awareness of the existing grievance procedure and that employees be encouraged to utilize their right to go beyond Y.G.C. administrators to the Civil Service system to resolve their grievances.

### 3. Personnel Files

In the course of our interviewing, and during the investigation of a personnel matter earlier in the year, we developed concern about the way personnel records are maintained. We recommend that an employee be designated to centralize and efficiently organize the personnel records of all employees at Y.G.C. and L.C.R. We further recommend that all entries in the personnel file be logged in and out to prevent manipulation of the contents and that employees be allowed ready access to their files.

### B. Probation Department

In addition to the Civil Service related causes of poor staff morale, there are specific sources of dissatisfaction within the Probation Department and Juvenile Hall. We will discuss the Probation Department first.

#### 1. Chief Juvenile Probation Officer.

One of the most frequently mentioned sources of dissatisfaction has to do with the lack of faith in the leadership of the present Chief Juvenile Probation Officer. This concern was expressed consistently throughout our interviews. Further analysis of the situation is complicated



and clouded by a number of related issues. First, there is a lack of clear-cut job performance criteria for the office of Chief Juvenile Probation Officer and no routine job performance evaluations for the position. Second, the Chief Juvenile Probation Officer holds his job at the pleasure of the Superior Court and at the same time is expected to control intelligent and independent subordinates, all of whom have tenure under the Civil Service System. Each time the Presiding Judge of the Juvenile Court has changed, the emphasis, if not the direction, of Y.G.C. administrative policies has tended to shift. Since the relationship of the Chief Juvenile Probation Officer to each current judge at the Juvenile Court is critical to the former retaining his job, it is understandable that the direction and policy from the Probation Department has not been consistent. The office of Chief Juvenile Probation Officer suffers from a constitutional defect which works against the exercise of strong, consistent leadership.

In light of these considerations, we recommend that explicit performance criteria for the position of Chief Juvenile Probation Officer be adopted as soon as possible and that routine formal job evaluations, based on this criteria, begin immediately thereafter. We further recommend that future Chief Juvenile Probation Officers be hired under a contract for a stated period of time, similar to the





practice of the San Francisco Unified School District in the hiring of its superintendent. If changes are required in the city charter or the state law to make this possible, we recommend that steps be taken to initiate such changes.

What to do about the current Chief Juvenile Probation Officer is a difficult question. A common statement we heard during our interviews was that while the Chief Juvenile Probation Officer means well and works hard, he does not take sufficient initiative and is not exhibiting the leadership necessary for running Y.G.C. effectively. We are aware that the Chief Juvenile Probation Officer came to Y.G.C. to administer subordinates who had a long history together, and we believe that he has not been sufficiently successful in assuming a true leadership role. On the other hand, we believe that the difficulty may be as much inherent in the current process of the appointment and tenure of the Chief Juvenile Probation Officer as in his capabilities. Additionally, we know that for at least a year we have perceived a growing conviction of those around the Chief Juvenile Probation Officer that the Superior Court, as a whole, is not pleased with his performance and that the Chief Juvenile Probation Officer is "about to go." We feel that, under these circumstances, anyone would find it difficult to provide the strong, decisive leadership and control necessary for that position.



Taking all of the abovementioned issues into consideration, we recommend, first, that the court extend to the current Chief Juvenile Probation Officer a contract or appointment for a specified length of time. We recommend, second, that a formal job evaluation, using clear-cut performance criteria be commenced far enough in advance of the expiration of such a contract or appointment such that, if performance is determined to be unsatisfactory, there will be time for a comprehensive and thoughtful search and selection of a successor. Satisfactory performance, of course, would allow for renewal or extension of the contract. We recommend, third and finally, that the Superior Court and this Commission give their fullest support to the Chief Juvenile Probation Officer during the contract period. This support should include a public announcement of the length of time he is to serve, thereby terminating the destructive speculation which is now taking place. We believe that the period of time that the Chief Juvenile Probation Officer continues to serve is not nearly as important as that the appointment be made for a definite period of time and that the decision be made known to Y.G.C. staff and the public. We also believe that a prompt and definite decision as to how long the current Chief Juvenile Probation Officer is to serve would assist Y.G.C. morale more than any one step that could be taken.



The Commission recognizes that there are many options regarding the Chief Juvenile Probation Officer. In this report, we elected to limit our focus to the recommendations we have formulated. However, if the Superior Court chooses to consider alternative courses of action, the Commission requests the opportunity to confer with the Court before such alternatives are chosen or announced.

2. Assistant Juvenile Probation Officer.

Not many employees interviewed expressed opinions about the Assistant Chief Juvenile Probation Officer, other than that it is really he who is in charge of the Probation Department, not the Chief Juvenile Probation Officer, and that he is not receptive to new programs whether suggestions come from within the Probation Department or from the community at large.

During our interviews we learned of several instances where the Assistant Juvenile Probation Officer has refused to accept the decision of his superior and has, instead, gone to other persons to get their help in changing the decision, sometimes successfully. This is not appropriate behavior for a subordinate administrator, and we recommend that the Superior Court recognize this serious problem and support the Chief Juvenile Probation Officer in dealing firmly with any acts that undercut the authority of the Chief Juvenile Probation Officer.



### 3. Guidelines For Employee Performance

An area which requires attention is the apparent lack of clear-cut guidelines for employee job performance. Employees frequently stated that they want to have formalized guidelines for what constitutes superior, adequate, and poor job performance.

Employees stated that they do not feel acknowledged for extra efforts that they might make on behalf of their young charges. The feeling is that if they do something wrong it is acknowledged, but their more commendable efforts are not.

Related to this issue of job performance, many employees feel that those who are working below standard are known to other employees but are not corrected by their superiors; that employees who are doing good work are overworked, while those who are performing inadequately continue to be paid for work that they are not doing.

We recommend that written performance criteria be developed and made available to all employees. Further, we urge that supervisors be trained in employee assessment, based on these guidelines, and that such evaluations be conducted twice yearly. We recommend that employees whose evaluations fall below an acceptable level undergo training to bring their work up to that level. In this way expectations will be clear, and meritorious as well as unacceptable work will stand out.





#### 4. Senior Supervising Probation Officers

An important area of conflict among Probation personnel has to do with the existence of the Senior Supervising Probation Officer classification. There are four Probation Department employees currently in this job category. Although the salaries of these employees are substantial, several interviewees suggested that the services provided by these four Senior Supervising Probation Officers aren't as necessary as the services provided by other probation workers. Given the budgetary constraints on the Probation Department, we believe an investigation into the Senior Supervising Probation Officer position is warranted.

#### 5. Promotion

One of the concerns expressed almost unanimously by Probation Department employees is the limited number of promotional opportunities and the arbitrary manipulation of those that do exist. While it is not clear that anything can be done about the limited promotional opportunities, every effort should be made to see that those that do exist are offered fairly. One suggestion to offset the lack of promotional opportunities is that Probation Officers be allowed to work on flex-time schedules which would enable them to advance themselves by going to school or attending professional workshops during the day, and would allow them to see minors with their parents after regular working



hours. Another suggestion might be to find a method for utilizing special skills that Probation Officers possess, to allow them to further develop their areas of expertise in the service of the Probation Department.

#### 6. Employee Training

Another area of concern to Probation Officers is the lack of useful training provided for them. This lack of training particularly in counseling and crisis resolution reflects a generally perceived attitude of resistance to innovation and change on the part of Y.G.C. administrators. We recommend that employees be polled to determine their training needs and that training be geared to those expressed needs.

One aspect of this training issue is the apparent lack of training for new employees prior to being placed on the job. We heard many stories of new employees who were placed in positions of responsibility without any pre-job assignment training. We recommend that pre-job assignment workshops be initiated and that no employee be given responsibility for minors in the Y.G.C. system without first attending such a workshop. A comprehensive training manual would be an integral resource for such training.

#### 7. Written Policies

A crucial area of concern has to do with the inadequacy of written policies in general, at Y.G.C. Although



a manual of policy and procedures was developed in 1974, it appears that much of the material is outdated and, insofar as the Probation Department is concerned, too general. The present manual does not seem to be readily available to employees nor does it appear to be used. Employees generally expressed a desire for written policies to which they could turn.

We frequently heard that policies are made up, altered or denied depending on the situation. We believe that it is imperative that all policies be updated in written form and distributed to all Y.G.C. employees. Further, we recommend that there be an explicit policy governing the creation, adoption and changing of policies.

#### 8. Additional Suggestions

In addition to the above recommendations, the Commission wants to note some specific suggestions made by interviewees, which we believe to be worthy of consideration:

- Volunteer Probation Aides. In light of the ongoing budgetary constraints in the Probation Department we recommend that Probation Aides be recruited, trained and utilized more widely than is currently the practice.

- Parent Education. To further assist the Probation Department, we believe that training and education of parents in effective parenting skills



could be an effective intervention into the lives of probationers, particularly those at high risk for recidivism.

- Foster Parents. In recognition of the current placement shortage, we suggest that an active foster parent recruitment campaign be instituted.

- Intensive Supervision Unit. One suggestion offered in several instances is the need for a special, highly trained division for difficult and problematic probationers.

- Employee Offices. We see no reason why clear-cut guidelines could not be set-up to allow those employees who wish to, to make authorized physical improvements in their offices which otherwise would not be possible due to budgetary constraints.

- Employee Complaints. A frequent complaint heard from interviewees is that the chain of command serves to block employee complaints rather than remedy them, in many cases. We encourage the Chief Juvenile Probation Officer to continue to hold regular meetings with his employees' representatives and trust that this program will be expanded to solve the above problem.

- Job Assignments. A final area of employee concern has to do with the method of assignment of personnel to various "special" jobs. These jobs





include the night desk worker, the transportation officer, supervision of minors in other counties, to name a few. The feeling is that these special jobs are awarded arbitrarily and, hence, unfairly. We believe it would be more equitable to assign these special jobs in reward for merit and performance.

C. Juvenile Hall

1. Director of Institutions

Responses concerning the job performance of the Director of Institutions varied widely. Generally, he seems to be an effective administrator in full control of Juvenile Hall, although several interviewees reported that shows of favoritism are an unpleasant aspect of his administrative style. We heard few complaints about cleanliness, security, adequate food or the other housekeeping tasks with which the Director is charged by law.

2. Counseling

The need for counseling of minors in Juvenile Hall was strongly voiced by employees in all Y.G.C. related services. Many of these interviewees were quick to articulate obstacles such as limited staff, lack of staff training, and the short residency of minors which impede counseling in the cottages. We believe there should be a greater emphasis on ongoing counseling in Juvenile Hall, both individual and group, and recommend that solutions to the aforementioned



obstacles be explored. We further recommend a specialized program for those youths who are expected to be detained in Juvenile Hall for more than two weeks.

### 3. Information Exchange

Another area of concern to Juvenile Hall staff has to do with the lack of co-ordination and exchange of information between Juvenile Hall staff, Probation Department staff, teachers, psychiatric clinic personnel, etc. Juvenile Hall counselors know the child's name, age, address, and offense, but feel that in order to do an effective job with their charges, some sort of daily, informal case conference system could be instituted so that all parties concerned could share information and case management suggestions with each other. We would support such a plan.

### 4. Shift Assignment

One source of conflict for employees at Juvenile Hall has to do with the arbitrary assignment of shifts. We have been told that the good workers get the bad shifts because they can be counted on to do a good job. Also, a worker who is disliked by the administration may tend to be shifted around more arbitrarily than other Juvenile Hall employees. We suggest that a uniform system of shift assignments be instituted in Juvenile Hall.



Another source of dissatisfaction among Juvenile Hall employees stems from the oral rule that Juvenile Hall counselors may not trade shifts with each other. We see no reason why shift trading cannot be allowed, and would support such an allowance.

#### 5. Employee Training

As in the Probation Department, there is a lack of training prior to job assignment for new employees in Juvenile Hall. As it is now, the senior person on a unit is expected to perform his or her own job, while at the same time training someone who is new on the unit. We recommend that employment workshops be initiated and that no employee assume responsibility for any minor without having first received such training.

Juvenile Hall employees are also desirous of relevant, ongoing training. We recommend that employees be polled to determine the training needs of Juvenile Hall staff and that training be geared to those expressed needs.

#### 6. Bilingual Assistance

We have heard that more bilingual assistance is needed in the Juvenile Hall cottages. Currently other minors are relied on to interpret for non-English-speaking youths and their counselors, which doesn't seem like a workable solution to us.



## 7. Separation of Violent or Escape Prone Youth

We feel very strongly that minors who represent a high violence, escape-proneness profile absolutely must be separated from those minors who pose less threat of violence and escape.

### D. Log Cabin Ranch

#### 1. Director of Log Cabin Ranch

Comments concerning the job performance of the Director of Log Cabin Ranch were uniformly positive. He is described as a strong, open, committed director, who is running an effective program.

#### 2. Organizational Structure

An area of concern to this Commission has to do with the authority of the Director of Institutions. Until 1977, he held the position of Director of Juvenile Hall, and L.C.R. and Hidden Valley Ranch (H.V.R.) were separate from Juvenile Hall, with their own budgets, staff and directors. In 1977, the position of Director of Institutions was created and L.C.R. and H.V.R. were placed under the authority of the Director of Institutions. It is not clear to this Commission why this reorganization occurred and we suggest the present structure be re-evaluated. It is our thinking that the functions of Juvenile Hall and L.C.R. are totally different and would be better served if they were run separately and autonomously as before.





### 3. Resources and Staffing

We believe the strength of L.C.R. results from the long term commitment of the minors who reside there and the opportunity to work with them in a controlled setting over several months. In light of this we recommend more assessment of L.C.R. residents and a strengthening of the remedial, vocational, and psychological services provided for them. In this connection, we would favor an evaluation of the Y.G.C. budget to determine whether L.C.R. is allotted an adequate share of resources and staff in view of the fact that its population of 70 to 80 youths is close to that of Juvenile Hall.

Moreover, it is widely recognized that the type of youth being sent to L.C.R. is more difficult to control and to rehabilitate than the average L.C.R. resident of five years ago. We are concerned that there may not be enough staff to insure security in emergency situations or at night for this population. This problem might be mitigated by the assistance of L.C.R. staff in the screening of youth sent to L.C.R. or by increasing the current staff at L.C.R. Additional staff would also make it possible for counselors to take care of the reports and paper work required of them, such as incident reports which we understand lack the quality and depth which they should contain.



#### 4. Hidden Valley Ranch

Currently, there is a need for placement resources for girls, adolescent women, and boys who are younger than the current L.C.R. cut-off point. In view of the limited supply of placement resources for these youth, we recommend that the possibility of reopening H.V.R. be seriously considered as an additional service of the Youth Guidance Center.

#### E. Juvenile Court

##### 1. The Court

Generally, the respondents interviewed spoke highly of the work of both the Juvenile Court judges presiding in 1981 and their efforts on behalf of the Youth Guidance Center and the youth of San Francisco. However, respondents from all sections expressed frustration with the upheaval caused by the frequent turnover in Presiding Judge at Juvenile Court. We recommend that all efforts be made to remedy this disruptive situation.

We reiterate the Commission's earlier recommendation (S.F. Juvenile Justice Commission's response to the 1978 Civil Grand Jury Report) that an additional judge be appointed to serve at the Juvenile Court, for the following reasons:

- To help distribute the tremendous demands of the presiding judge's caseload and combined administrative responsibilities;



- To comply with the intent of A.B. 3121 legislation (Section 35) which indicates that by 1979 half of all judicial officers at the Juvenile Court should be judges;

- To remedy the present conflicts arising from attorneys declining to stipulate that a court commissioner may act as a judge pro tem and to prevent forum shopping;

- To impress upon minors the seriousness and importance of Juvenile Court proceedings wherever possible.

## 2. The Juvenile Court Commissioners

The current Court Commissioners were criticized by several persons as too lenient and too easily influenced by the attorneys who come before them. New commissioners were also criticized for inexperience with juvenile law. Since a background in juvenile law is not a prerequisite for an appointment as a Juvenile Court Commissioner, commissioners have had to develop their expertise in the field while deciding cases. It is likely that the present Juvenile Court Judge's decision to return to the old system of rotating the court commissioners through the different courtrooms at Y.G.C. will strengthen the expertise of current court commissioners. However, we suggest that in the future an attempt be made to appoint as commissioners



persons who have had prior Juvenile Court experience or that time and funds be made available for special training.

Another area of concern has to do with the fact that there are currently four males, three of whom are Caucasian, serving on the bench at Y.G.C. Assuming equal competence levels, it is suggested that attorneys from more representative backgrounds, with regard to race, gender, and socio-economics be considered for future court commissioner appointments.

F. Other Areas of Concern

1. Medical-Psychiatric Services

When we began this study we were made aware of several problem areas in the Medical Clinic; e.g., lack of adequate medical coverage for youths detained at Log Cabin Ranch, lack of a medical director and some unfilled physician positions in the Medical Clinic. We were recently informed that the problem of inadequate medical coverage at Log Cabin Ranch will be resolved on January 25, 1982, with the arrival of a nurse for the ranch. However, this situation has been resolved and then become problematic again several times over the past year, which leads us to recommend that the situation continue to be monitored. As to the other problems of a lack of a medical director and unfilled physician positions in the Medical Clinic, six months have passed since we were apprised of these problems and they remain unresolved.





An additional problem of considerable concern in this department is the difficulty of providing detained youth with necessary outside medical consultations at San Francisco General Hospital. We were told that Probation Officers and their charges often must wait up to four hours for scheduled appointments. It is estimated that of all appointments made for minors only one-third are kept and that 100% more referrals would be made for x-rays and other outside medical care if a workable system of transportation and supervision could be arranged.

We have frequently heard that the dental services at Y.G.C. are below acceptable standards owing to obsolete equipment and lack of sufficient personnel.

Concern about the lack of resolution of these and other problems in the Medical Clinic were accompanied by expressions of poor morale and confusion stemming from a lack of information about and lack of staff in-put into efforts towards their resolution.

The main concern raised regarding the psychiatric clinic is the apparent lack of availability of psychiatric clinic personnel. We heard many accounts of minors being detained specifically for psychological evaluations where court dates came and went with minors continuing to be unnecessarily detained because psychological reports were not prepared on time. This problem does not seem to be



related to a need for more staff, but rather a lack of clarity as to the function of the psychiatric clinic or, perhaps, a lack of efficiency and productivity on the part of psychiatric clinic personnel. We recommend that a cost effectiveness study of the psychiatric services be made which would include looking at the possibility of contracting out all or some of the services now performed by the Y.G.C. psychiatric clinic.

In light of all of the aforementioned concerns and their continuing lack of resolution, we recommend that a meeting between the City Director of Forensic Services, the Director of the Medical-Psychiatric Clinics, the Chief Juvenile Probation Officer and members of our Commission meet to work out obstacles to the resolution of these problems.

## 2. Business Office

There were frequent complaints about substantial delays in the payment of holiday pay and vacation pay. Our further inquiries concerning the services of the business office suggest that there exists a general lack of efficiency, organization, written policies and the all important communication with City Hall. We recommend a careful examination as to the procedures and policies of the Business Office and its role.

Since many questions have been raised about the budget, including the possible inappropriate use of



training monies, and significant discrepancies in budget allocations per capita between Log Cabin Ranch and Juvenile Hall, we recommend an audit of the Y.G.C. budget.

### 3. School Program at Youth Guidance Center

It is our impression that the school program at Y.G.C. represents a serious problem which requires immediate attention. We have been told of inadequate assessment of youth coming into the Y.G.C. school system, lack of contact with former schools, lack of support within the school system for the vocational programs, lack of creativity and inspiration on the teachers part, little willingness to deal with disruptive youths, and poor follow-through by probation officers and the school system with youth re-entering public schools. We recommend a meeting between top school district administrators and Y.G.C. representatives to correct Y.G.C. school problems and to set new school objectives.

At Log Cabin Ranch, we heard many complaints about the lack of support of vocational programs on the part of school administrative personnel and the lack of follow-through by probation officers and the school system with L.C.R. youth re-entering the public schools. We encourage the expansion of vocational programs and work attitude preparation for residents of Log Cabin Ranch.



#### 4. The Juvenile Justice Commission and the Superior Court

There is much to be done to rectify the various areas of concern highlighted in this report. It is the thinking of this Commission that the effective resolution of these and other ongoing problems at Y.G.C. will require a concerted, combined effort on the part of all of us whose charge it is to see that Y.G.C. and its related services and facilities run effectively and smoothly.

It is the Commission's job to inquire into the services provided at Y.G.C. and to make recommendations regarding any areas which require attention, but it is ultimately the charge of the Superior Court to see that justice is served for the minors and parents who come to Y.G.C., and for the community at large.

It is our belief that, historically, the Commission has been underutilized by the Superior Court. We would like to recommend that quarterly meetings between members of the Juvenile Justice Commission and those judges who serve on the Juvenile Court Committee of the Superior Court be set up, so that we might have the opportunity to discuss concerns related to issues addressed in this report and other concerns as they arise.

#### VI. Recommendations

1. Aim for biennial Civil Service examinations for Probation and Juvenile Hall staff.





2. Encourage election of a Y.G.C. employee to serve as a contact person for Y.G.C. employees with Civil Service.

3. Increase awareness of the grievance procedure for employees whose grievances are blocked by the chain of command.

4. Centralize and organize all personnel records.

5. Log in and out all entries in personnel files and allow employees ready access to files.

6. Develop explicit performance criteria for evaluating the job performance of the present and future Chief Juvenile Probation Officers.

7. Implement routine, formal job performance evaluations for the present and future Chief Juvenile Probation Officers.

8. Hire all future Chief Juvenile Probation Officers under a contract for an express period of time.

9. Extend to the current Chief Juvenile Probation Officer a contract or appointment for a specified length of time.

10. Begin a formal job performance evaluation of the current Chief Juvenile Probation Officer far in advance of the expiration of his contract or appointment.

11. Support the current Chief Juvenile Probation Officer fully during his designated term.



12. Support the Chief Juvenile Probation Officer in dealing firmly with any acts by Subordinates which undercut his authority.

13. Adopt written performance criteria to be used twice a year in evaluations; mandate training for employees who fall short.

14. Reassess the need for the Senior Supervising Probation Officer position.

15. Poll employees in Juvenile Hall and Probation to determine training needs and gear training accordingly; provide relevant training for Juvenile Hall and Probation employees.

16. Provide pre-job assignment training for all employees before they assume responsibility for any minor in the Y.G.C. system.

17. Render policies in writing and distribute to all employees.

18. Emphasize counseling more at Juvenile Hall; inquire into obstacles to increased counseling.

19. Institute a specialized counseling and activities program for youth detained in Juvenile Hall longer than two weeks.

20. Separate violent or escape prone youth from others.



21. Reassess the reasons for placing L.C.R. under the Director of Institutions.

22. Look into the budget allocations for L.C.R. with a view toward strengthening its resources and staffing to do more assessment, counseling and vocational training.

23. Provide better security at L.C.R. by more sensitive screening of youth assigned there or by increasing the staff.

24. Provide more staff at L.C.R. to take care of required documentation and paper work.

25. Inquire into the feasibility of reopening H.V.R. as a resource for younger boys, girls or adolescent women.

26. Appoint Juvenile Court Judges who will be more permanent.

27. Assign an additional judge to the Juvenile Court.

28. Monitor medical coverage for youths at L.C.R. to ascertain that past problems with medical coverage have been permanently resolved.

29. Establish a system for getting youths to doctors appointments at San Francisco General.

30. Find out what is needed to remedy the poor dental services at Y.G.C.



31. Arrange a meeting between the City Director of Forensic Services, the Director of the Medical-Psychiatric Clinics, the Chief Juvenile Probation Officer and members of the Juvenile Justice Commission to resolve problems related to appropriate medical coverage and to determine how psychiatric clinic personnel might be more efficient and productive.

32. Study the cost effectiveness and efficiency of providing psychiatric services through outside contractors.

33. Examine and evaluate the procedures, policies and role of the business office.

34. Audit the Y.G.C. budget.

35. Set up a series of meetings between Y.G.C. representatives and top school district administrators to correct Y.G.C. school problems and to set new school objectives at Y.G.C. and L.C.R.

VII. Conclusion.

We are aware that our major recommendation, that of the changes in hiring and tenure policies with regard to the Chief Juvenile Probation Officer, requires action on the part of the judges of the Superior Court. Most of the remaining recommendations can be implemented by the Chief Juvenile Probation Officer, especially if he is given strong support by this Commission and by the Superior Court. It is the intention of this Commission to offer our full support to the Chief Juvenile Probation Officer in the performance





of his job and in implementing necessary changes. Finally, we would like to express our sincere appreciation to the many interviewees and others who shared their time and their thoughts with us during this long and difficult process.

Respectfully submitted,

Juvenile Justice Commission of the  
City and County of San Francisco

January 1982



## APPENDICES



## Appendix A

### Composition of the Youth Guidance Center Evaluation Committee

#### Chairperson:

Commissioner Laura Grandin, M.A., M.F.C.C.

#### Members:

Commissioner Lois Towles Caesar, M.A., M.F.A.

Commissioner Revels H. Cayton

Commissioner Robert R. Figone, M.A.

Commissioner Beatrice Challiss Laws

Commissioner Donald W. Mayberry, D.D.

#### Member ex-officio:

Commissioner Stuart M. Gordon, Esq., Chairman,  
Juvenile Justice Commission of the City  
and County of San Francisco



## Appendix B

### Questionnaire

- 1) What is your job:
- 2) How long have you worked here?  
(Not for purposes of identification, but to orient the interviewer)
- 3) Give me an idea of your duties and responsibilities.
- 4) What are the positive aspects of your job?
- 5) The negative aspects?
- 6) How might these negative aspects be reduced or eliminated?
- 7) What are the strengths and weaknesses of each referee and the judge, as you see them?
- 8) Personnel Questions:
  - a) What procedure did you go through to be hired?
  - b) What do you think about hiring policies?
  - c) What do you think about promotional practices?
  - d) Do you believe there is racial, sexual or other discrimination in hiring or promotional procedures?
  - e) What do you think about staff discipline policies? Do you think there is adequate staff supervision such that employees who don't carry their load are "flagged"?
  - f) How do you feel about the leadership at Youth Guidance Center, as a whole; i.e., Botka, Cain, Foote, judge?
  - g) What do you think about the process by which grievances are handled, both within your department and within the juvenile justice system's hierarchy?
  - h) What role does the union play? Would you say it is constructive? Ineffective? Destructive?





- i) Do you feel you have sufficient incentives and recognition to do your best job? What else could be done?

9) Ranch and Juvenile Hall Questions:

- a) What do you think about the administration of Juvenile Hall and the ranches, in general? Suggestions? Complaints? Complaints you have heard?
- b) What do you think about the administrators themselves? Suggestions? Complaints? Complaints you have heard?
- c) What do you think about the training provided for counselors? Suggestions? Complaints? Complaints you have heard?
- d) What do you think about the quality of personnel in the cottages, and at the ranch?
- e) What do you see as the real purpose of the cottages? The ranch?
- f) What do you think of each of the following programs at juvenile hall: Counseling, school, recreation, vocational and discipline practices (of kids).
- g) What do you think of each of the following programs at the ranch: Counseling, vocational, school, recreation and discipline practices (of kids).

10) Probation Department Questions:

- a) What do you think about the administration of the probation department in general? Suggestions? Complaints? Complaints you have heard?
- b) What do you think about the administrators themselves? Suggestions? Complaints? Complaints you have heard?
- c) What do you think about the training provided for probation officers? Suggestions? Complaints? Complaints you have heard?
- d) What do you think about the quality of the personnel in the probation department?



- e) What are the more controversial probation department policies?
- f) What is the method for resolving department controversies/hearing grievances? Is it effective?
- g) What are your suggestions for improving the probation department?
- h) What complaints do you have about the probation department?
- i) What complaints have you heard about the probation department?
- j) Are caseloads manageable in the probation department? Are they too low in some places? Too high in others? Explain.
- k) Do you believe probation officers receive adequate casework supervision?
- l) Do you believe minors on probation receive adequate probation supervision at home and at school?
- m) Do you think probation officers work with families enough?
- n) Aside from heavy caseloads, are there other factors which prevent adequate supervision of minors on probation? Explain.
- o) Do you think family reunification is appropriately emphasized? Overemphasized? Underemphasized?
- p) Do you see a role for community groups in helping to carry out the function of the probation department?

11) Out of Home Placement Questions:

- a) Is there current information about placements used such that particular constructive, destructive or problematic placements are known to probation staff?
- b) Do you think the probation department utilizes a broad enough range of placements to meet the varied needs of kids placed out of home? Explain.



- c) Do you think there is adequate monitoring of foster homes, institutions, community groups, etc. when a child is placed out of home?
- d) In general, would you say placements are appropriate? Too restrictive? Too open? Too psychiatrically oriented?
- e) In order to facilitate permanency planning, what changes would need to be made in personnel, policy or procedures?
- f) What are your suggestions re: Out of Home Placement.
- g) What are your complaints re: Out of Home Placement.
- h) What complaints have you heard re: Out of Home Placement.

12) Miscellaneous Questions:

- a) Are there adequate support services for your work, e.g., typists, dictaphones, bilingual assistance, transportation, copy machines?
- b) What are the functions of the business office in relation to your job? Do you believe these functions are adequately performed? What are your suggestions for improving the business office? Complaints about the business office? Complaints you have heard about the business office?
- c) Please comment on the strengths and weaknesses of each of the following:
  - District Attorney's office and staff
  - Public Defender's office and staff
  - Psychological services and staff
  - Youth Guidance Center-police relations
  - Youth Guidance Center-parent relations
  - Youth Guidance Center-school department relations
  - Health and medical services and staff
  - Juvenile Court system and procedures
- d) If you were in charge here and could make three changes in the areas of policy, procedures and/or personnel, what would they be?
- e) If you could pick one area you would like to see the Juvenile Justice Commission focus on, what would that be?

- 13) Do you have any questions for the effectiveness of this survey?



## Appendix C

### Interview List

Each employment category selected and the number of subjects within each category who were interviewed are set out below. These employment categories are intentionally not broken down into the hierarchical levels of employees interviewed so as not to weaken the confidentiality guaranteed to each subject.

Probation Officers - 8

Juvenile Hall Employees - 5

Log Cabin Ranch Employees - 3

Juvenile Court Commissioners - 2

Administrative Personnel - 3

Medical-Psychiatric Service Employees - 4

San Francisco Unified School District Personnel at  
Y.G.C. - 2

Y.G.C. District Attorney's Office Personnel - 3

Y.G.C. Public Defender's Office Personnel - 3

Attorneys in Private Practice who work primarily with  
minors at Y.G.C. - 4

Parents of Minors in Juvenile Hall or on Probation - 3

Minors on Probation or in Juvenile Hall - 2

Chief Juvenile Probation Officer

Director of Institutions





## Appendix D

### Suggestions

1. Use employees' special skills more.
2. Allow Probation Department employees to work on flex-time schedules.
3. Recruit, train and utilize Probation Aides more widely.
4. Train and educate parents in effective parenting skills, especially with problem probationers.
5. Start a foster parent recruitment program.
6. Establish a special unit for problem probationers.
7. Allow Probation Officers to make authorized, non-structural improvements in their offices.
8. Encourage the Chief Juvenile Probation Officer to continue and expand meetings with employees' representatives.
9. Rotate the special jobs in the Probation Department in some systematic way.
10. Establish some system of ongoing communications between Probation staff, Juvenile Hall staff, Medical-Psychiatric staff and school personnel.
11. Establish uniform shift assignment practices in Juvenile Hall.
12. Allow Juvenile Hall employees to trade shifts.
13. Arrange for the availability of necessary bilingual assistance in the cottages.
14. Arrange for Juvenile law experience for Court Commissioners prior to presiding at Juvenile Court or provide time and funds for special training.
15. Assuming that candidates are of equal competence, appoint Court Commissioners who have more representational backgrounds with regard to race, gender, and socio-economics.





